PREPAREDNESS

UNIT 4

Introduction

If an explosion resulted in a major fire in your area right now, while you are reading this sentence, would you be ready? Would your community get enough fire and medical units, set up shelters for housing the homeless, prepare to evacuate threatened citizens, or keep curious spectators or vandals from entering the disaster area? Would you know what to do? Do you have a plan? You had better have one—that's your job!

EMERGENCY PREPAREDNESS is being ready to react promptly and effectively in the event of an emergency. Being prepared means that you have a plan of action. You know what to do before the emergency occurs. In some cases, such as a flood or hurricane, you may have an early warning, which will give you several hours to act. However, often you will have no prior warning of an impending emergency, such as with earthquakes, tornadoes, explosions, or major fires.

You must be prepared for any emergency, especially those which strike without notice. To be prepared, you must have a PLAN. You must know what RESOURCES are available to you, and how to utilize them. You must also be reasonably certain your plan will work. In this unit you will learn about the legal authority for your job, how to develop your own emergency preparedness plan, and how to inventory and catalogue the resources available to you.

Your Job and the Law

When a disaster occurs you must move swiftly according to your preparedness plan. Even though you may be in charge, you cannot do anything you want or act irresponsibly. Your actions must be consistent with those provided for by the law. There are FEDERAL, STATE, and LOCAL LAWS which govern what you can do. It is extremely important that you act within these laws, so that you are legally carrying out your duties and are not subject to criminal or civil law suits because you acted beyond your authority as specified by the federal, state, or local laws.

Federal Law

The Federal Civil Defense Act of 1950, Public Law 920, 81st Congress as amended, is the legal basis for national
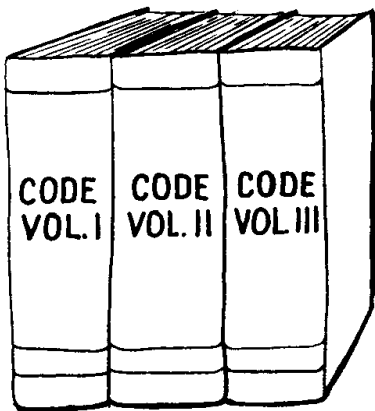

Figure 4-1: Law is the basis for all emergency preparedness and response.

civil defense and emergency management in the United States. This Act of Congress establishes that the responsibility for national civil defense

and emergency management is vested jointly in the federal government, your state government, and the political subdivision in which your responsibility lies. In other words, you are a PARTNER with the federal and state government when it comes to the actions you must take in disaster situations.

State Law

Each state must have its own laws which are consistent with the federal law if they wish to qualify for federal aid and assistance. This means that the state laws must be compatible with, or require the same basic course of action as, the federal law. In other words, the actions required by the state are not in direct conflict with those required by the federal government. All states have such laws, although they vary in wording from state to state.

Your state emergency management or civil defense law establishes what state government will do in case of disaster. In doing so, it defines the specific responsibilities of the local political subdivisions within the state and gives them the authority to pass local emergency management laws or ordinances.

Figure 4-2: Federal, state, and local governments are partners in emergency management.

Some state laws are PERMISSIVE when it comes to the specific laws of the political subdivisions such as cities and counties. Permissive laws leave the decisions up to the local jurisdictions by using terminology such as "may have," "should have," or "authorized to have." The local government can then decide what is best for them. For example, the state law may say "Each county is authorized to have an emergency preparedness manager." Thus, the county can have an emergency program manager if they want, but is not required by law.

Other state laws may be very specific, and require certain action by i3 local government. Such laws are called DIRECTIVE, and use terminology such as "must have" or "is required to have." For example, the state laws may say "Each county must have an emergency program manager." In such cases, the county must have such a manager, and cannot decide otherwise.

Local Laws

Every local jurisdiction such as a city or county needs its own emergency management laws to ensure the legality of the local emergency management program. Since each local jurisdiction may have different specific needs or requirements, the local law or ordinance must be drafted with the individual needs of the jurisdiction in mind. You can get guidance on these laws from county, state, or federal emergency offices, but you will have to tailor them to your jurisdiction.

The local law or ordinance gives you the legal authority to operate. It should clearly define your authority, duties, and specific responsibilities. It should also spell out exactly who has final authority for emergency management operations in the normal day-to-day operations of the local government. This person also normally has the responsibility for the planning decisions which affect future emergencies as well as the final authority in actual emergency situations. This person is probably a mayor, city manager, or county executive.

THINGS TO DO

Get a copy of your local ordinance or law and read it carefully. After you have read the ordinance, complete the following worksheet **NOTE.** *Reading your local ordinance and completing the worksheet is extremely important.*

Ordinance Item	Included in yours?		Ordinance No. and Section
1. Final authority for emergency management decisions in normal day-to-day operations	Yes	No	
2. Control of emergency operations	Yes	No	
3. Authority of Emergency Program Manager	Yes	No	
4. Duties and responsibilities	Yes	No	
5. Lines of succession	Yes	No	
6. Provision for an emergency operations plan	Yes	No	
7. Penalty for violation of ordinance	Yes	No	

If any of the items listed in this worksheet are not in your local ordinance, meet with your local elected officials and city or county manager to have the local ordinance amended so that all are included. If you do not have a local ordinance, one should be passed as soon as possible.

NOTE: You may wish to copy this sheet and use it as an **on-the-job guide for future reference.**
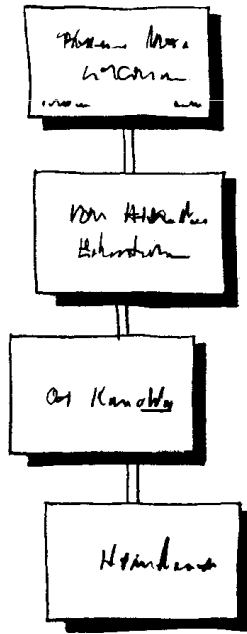
Figure 4-3: The local ordinance must provide for a line of succession.

Most local laws also provide for a LINE OF SUCCESSION for elected officials. The line of succession designates who will fill the position of authority if the person with the primary responsibility for that position is unavailable. Lines of succession usually designate up to at least three people. Such provisions in the local ordinances assure CONTINUITY OF LEADERSHIP in the community in time of emergency or disaster. Your local laws should also specify that all departments of the local government have their own designated lines of succession.

On the federal and state levels, many of the laws are rather broad for they must be written to cover a variety of situations within very diverse political subdivisions. Local laws or ordinances can be more specific, and spell out exact duties, actions, or requirements. One item local law should provide for is the

establishment of an emergency operations or PREPAREDNESS PLAN. The plan should describe in detail who has the authority to do what in case of disaster. Most local ordinances provide for the establishment of such a plan. The plan itself is not a law, but is a detailed description of the actions to be taken which are authorized under the law.

MUTUAL AID PACTS are another type of local legal authority which will affect your work. A mutual aid pact is a legal agreement between two or more local jurisdictions to help each other in case of emergency. The agreement is signed by the heads of the governments involved. Mutual aid pacts typically cover such things as free access across boundaries, the provision of resources and services, the extent to which the resources and services will be provided, and other public safety actions.
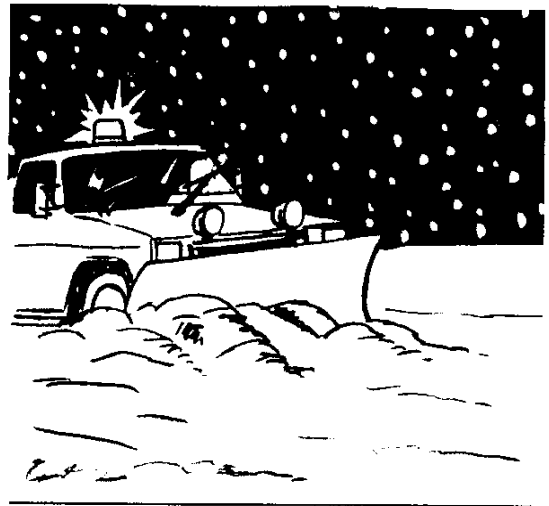

Figure 4-4: Mutual Aid Pacts mean more resources than normally available can be called upon in an emergency.

THINGS TO DO

Get a copy of a mutual aid pact and complete the following worksheet

Mutual Aid Pact Worksheet

Does your pact specify:

Item	Included?	
1. The jurisdiction to which it applies	Yes	No
2. Who has authority to declare an emergency?	Yes	No
3. Who has authority, under what conditions, to implement the mutual aid pact.	Yes	No
4. What resources are available under the act.	Yes	No
5. Who has the authority to request aid from the other jurisdiction.	Yes	No
6. Under what condition, if any, can aid be refused.	Yes	No
7. Who is in command when neighboring units are in your Jurisdiction.	Yes	No
8. Who is responsible for compensation benefits for neighboring units in your Jurisdiction.	Yes	No
9. Under what conditions can the pact be terminated or amended.	Yes	No

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Usually the rules and standards of mutual aid pacts also define who will declare that a state of emergency exists, who will be in charge of the focus and resources received, and who will provide compensation and death benefits for those injured or killed while rendering aid.

The provisions of some mutual aid pacts are used on a regular day-to-day basis by many police and fire departments. Fire departments commonly respond to fires in neighboring jurisdictions under mutual aid agreements. If a neighboring fire department responds to an emergency in your area, your mutual aid pact should indicate who is in control of that unit while in your jurisdiction and who is responsible for the compensation of that unit.

It is not necessary that every jurisdiction have a mutual aid pact with a neighboring local government. If you do not have one, you will need to analyze your local situation to see if a mutual aid pact would make your job easier. You will learn how to perform this analysis later. Perhaps you think an agreement is not needed because your local community is self-sufficient. You should, however, be willing to share your resources with your neighbors. You never know when you will need help or be asked to provide it. For example, a tank truck carrying propane gas could overturn at the border of your jurisdiction, but still in your area. Rescue units from your neighbor may be stationed closer than your own. Public safety interests would require your neighbor to respond, but without a mutual aid pact that response would be uncertain.

How Well Have You Learned?

SELF TEST REVIEW

Answer the following questions to test your knowledge of this part of Unit 4. Read each question carefully, then write in the answer that you think is correct. Answers can be found on page 4-9.

1.)   What does emergency preparedness mean?

_____

_____

_____

2.)   What is the purpose of the Federal Civil Defense Act of 1950?

_____

_____

_____

3.)   What is the difference between directive and permissive emergency management laws?

_____

_____

_____

4.)   Why does local government need an emergency management law?

_____

_____

_____

5.)   What should be in a local emergency management law?

_____

_____

_____

6.)   What three authorities are usually provided by a mutual aid pact?

_____

_____

_____

CORRECT ANSWERS TO SELF TEST REVIEW   .... Review Pages

1.)   Being ready to react promptly and
         effectively to any emergency or disaster condition...4-1

2.)   It is the legal basis for national civil defense and emergency
         management and places joint responsibility on local, state,
         and federal governments..4-2

3.)   Directive laws tell governments what they *must do;*
         permissive laws only describe what they may do 4-3

4.)   To ensure the legality of the emergency program 4-3

5.)   The law should establish an emergency management
         program by defining jurisdictional needs, authority and
         responsibilities, line of succession, continuity of leadership,
         and the establishment of an emergency preparedness plan............... 4-3 thru 4-5

6.)   Who declares an emergency; who is in charge
         of forces and resources; and who compensates
         for resources and damages.. 4-6 thru 4-7

For every question that you answered incorrectly, review the pages listed above next to the answer to find out why your answer was incorrect.

Emergency Operations Planning

An Emergency Operations Plan (EOP) contains information on how citizens and property will be protected in a disaster or in a disaster-threatening situation. It describes actions that may be required for any natural or technological hazard. It details the tasks to be carried out by specified organizations at projected places and times based on established objectives, assumptions, and a realistic assessment of capabilities.

A local EOP is an absolute necessity. Without a plan, your emergency operations in time of need would be like the quarterback of a professional football team coming to the huddle and saying, "Well, that didn't work, what should we try next?" Without a plan, emergency operations can be chaos. Regardless of how many resources you have in the community, without a plan to put them to use, they are of little value.

The emergency operations plan described in this unit emphasizes three related concepts.

First, plans work best within existing organizational structures if they are currently responsive to nonemergency duties. That is, if a job is done well every day, it is best done by that organization in an emergency.

Second, crises should be met at the lowest and most immediate level of government. Plans call for local response supplemented, if necessary, by the next higher jurisdiction.

Third, voluntary response and involvement of the private sector (business, industry, and the public) should be sought and emphasized. The emergency management partnership is important to all phases of natural and technological disasters.

An emergency plan built on these principles will result in a guide for community preparedness to carry out the basic emergency functions shown on the following page in Figure 4-6.

Figure 4-5: Without planning, probably nothing will end up the way you want.

TWELVE EMERGENCY FUNCTIONS

Warning & Communication

Notifying the public of probable impending disaster in time to take protective action. Operation of all communications services for control centers and operational forces.

Public Information

Providing information and directions to the public about appropriate protective actions.

Evacuation

Assisting people to move from the path of threat of a disaster to an area of relative safety.

Emergency Welfare

Providing shelter, lodging, food, clothing and sanitation to the disrupted population.

Emergency Medical Care

Offering appropriate health and medical care or services to the stricken population.

Security

Protecting life and property, control of movement of persons and emergency equipment necessary to protect persons and counteract the disaster situation.

Fire and Rescue

Deploying firefighting resources to prevent or contain fires and rescue or removal of trapped or injured people.

Radiological Defense

Measuring, predicting, and evaluating radiation to guide and protect the public and emergency service workers.

Public Works/Utilities Repair

Temporary repairs to damaged systems in essential or critical areas or facilities.

Disaster Analysis and Assessment

Monitoring and analyzing a disaster and assessing physical damage from a disaster. Collection of information essential to recovery efforts and future mitigation.

Logistics

Controlling transportation of people and supplies as necessary to support emergency functions.

Direction and Control

Management of a community's survival recovery efforts, and the operation itself.

Figure 4-6: Basic emergency functions in your community should be prepared to provide for your citizens.

Getting Started—Preliminary Plans

To begin emergency operations planning, determine if your local government has an EOP. If you do not have a plan, start work on a preliminary one immediately. If you have a plan, you are already started. You can use the ideas below to evaluate the completeness of your plan.

The purpose of a plan is to provide you with a systematic way of responding to an emergency situation. A temporary plan will not be as specific as your final plan, but at least it will provide you with a direction for taking action if an emergency occurs. **The following steps can be used to develop a temporary emergency preparedness plan.**

STEP 1. Determine who is in charge in case of emergency. If you have a local emergency management ordinance, this may already be done for you. If it is not, put it in writing. The temporary plan may state that the local government's chief executive is in charge but that the emergency program manager has the authority to act on behalf of the executive in specific areas.

STEP 2. Designate an Emergency Operations Center (EOC) from which to carry on operations. One location might be in the communications center. used by the local police, fire department, or some other government agency which uses electronic communication systems on a daily basis.

STEP 3. List the government officials who should be notified in case of emergency. Determine the means available to notify them and how to communicate with them throughout the emergency.

THINGS TO DO

Check yes only if there Is a high probability that the emergency may occur. For example, if your jurisdiction does not contain an airport and is not over a designated flightpath, do not check aircrash as there is not a high probability

Emergency	Could Occur	
Tornado	Yes	No
Flood	Yes	No
Hazardous materials	Yes	No
Civil disorder	Yes	No
Radiological incident	Yes	No
Major fire	Yes	No
Power outage	Yes	No
Energy/fuel shortage	Yes	No
Ice/snow storm	Yes	No
Aircrash	Yes	No
Bomb threat	Yes	No
Water supply contamination	Yes	No
Hurricane	Yes	No
Tsunami	Yes	No
Earthquake	Yes	No
Volcano	Yes	No
Drought	Yes	No
Mudflow	Yes	No
Dam failures	Yes	No
Loss of electric/water supplies	Yes	No

STEP 4. Determine which emergency situations may occur in your area. You should consider this a temporary hazard identification.

STEP 5. Develop a list of activities likely to be undertaken and resources which could be of use for each of the emergencies identified in STEP 4.

THINGS TO DO

Get a copy of your emergency operations plan. If your local government does not have one, follow the steps just outlined and develop a temporary plan as soon as possible. If you already have an EOP, compare it to the temporary plan and refer to it as you read the next section.

STEP 6. For each activity under taken or resource utilized briefly state who will do what in event of emergency. For example, the police chief will be in charge of all police manpower, as is normal, and will be responsible for establishing barricades to keep the public away from the scene of the emergency when the mayor orders controlled access to the scene. Your temporary plan simply puts the available equipment and personnel on an emergency status. The temporary plan also will call for the legal authority in an emergency. (the city or county executive, for instance) to move to the temporary EOC when he or she needs to have better contact with emergency operations.

STEP 7. Present the temporary plan to your local government for approval. Explain that it is a temporary plan under which you can operate until a comprehensive emergency operations plan can be written.

The preliminary plan will certainly not be as detailed as your final plan, but it will at least provide some direction to help you act in an emergency and give you a list of the resources you can call upon for those emergencies which are most likely to occur in your locality. If you complete the seven steps suggested above, you will begin to have an overview of command and authority, the availability and use of the EOC, channels of communication, potential hazards, the emergency organizations and functions, and some standard operating procedures for response.
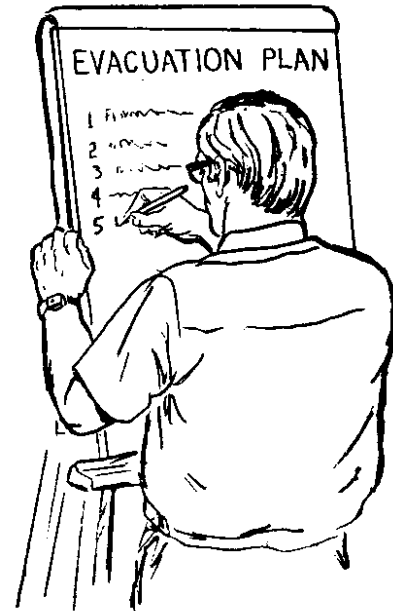

Figure 4-7: Temporary plans can be very useful to the community.

THINGS TO DO

Select a few resources that you should plan to use In an emergency. Fill in the form below with a brief narrative that describes what should happen in case of an emergency. If you already have a plan, do this exercise and compare it to the existing plan.

Temporary Plan for

_____

(type of emergency)

Resource: Manpower or Equipment (item) _____

Responsible: Agency or Individual (Who) _____

(Does What) _____

_____

(Where) _____

_____

(When) _____

_____

Resource: Manpower or Equipment (item) _____

Responsible: Agency or Individual (Who) _____

(Does What) _____

_____

(Where) _____

_____

(When) _____

_____

The Emergency Operations Plan

Your emergency operations plan (EOP) should be comprehensive. It should cover all aspects of emergency management and all types of emergencies., In doing so, it should strive to achieve several characteristics of flexibility, dual use, detail, consistency, and comprehensiveness.

The plan described below is flexible. It is not a fill-in-the-blanks format. It does not present a model. It is a series of suggested ways to construct a useful plan.

The plan features dual use of resources in both emergency and nonemergency conditions.

The plan consists of sections for individual operational responders, thus allowing sufficient detail to carry out responsibilities.

The plan consists of components that follow the same format, thus providing consistency between parts of the plan and among plans from neighboring communities.

Finally, the plan described below involves all levels of government and the private sector.

There are three basic components to the emergency operations plan. The BASIC PLAN serves as an overview of your jurisdiction's approach to emergency management, including broad policies, plans and procedures. The basic plan is supported by functional ANNEXES, that address specific activities critical to emergency response and recovery. The functions included in these annexes were described in Figure 4-6. Hazard-specific APPENDICES support each functional annex (as necessary) and contain technical information, details, and methods for use in emergency operations.

How to Develop the Plan

The EOP should grow out of a planning process conducted by a planning team. This team should include representatives from each department and agency with an emergency mission and from each nongovernmental group to which such a mission should be assigned, such as the news media. The chief executive of your jurisdiction should designate you, the emergency program manager, as the manager of the planning effort.

Actually, completing the plan occurs in,. a series of steps. While there are no hard and fast rules on plan development, the basic plan is usually written first. From that you identify the annexes necessary to detail the plan. As annexes are written, necessary appendices will be discovered and developed. Figure 4-8 provides a brief listing of steps to consider in developing your plan.

Steps to an Emergency Operations Plan

1. Identify hazards.
2. Review existing plans.
3. Identify resources (organizations, mutual aid pacts, etc.)
4. Brief officials on the planning process.
5. Consolidate findings of research.
6. Develop drafts of basic plan, annexes, and appendices;,
7. Obtain comment of emergency program staff
   on plan drafts and resource reviews.
8. Develop agenda and invitation lists for a series
   of planning meetings.
9. Review EOP, incorporating comments of emergency management staff.
10. Establish planning committees in the planning meeting, making assignments for future plan, annex, and hazard specific appendix development.
11. Assess emergency facilities, including operating center, shelter, and other necessary facilities.
12. Work with planning committees to improve and refine functional annexes and hazard-specific appendices.
13. Review annexes and appendices submitted by planning committees.
14. Prepare or improve maps, charts, and displays.
15. Edit the EOP and produce final copies.
16. Distribute to planning committees and reviewing authorities.
17. Conduct final planning meeting for review and implementation.
18. Present EOP to elected officials to obtain concurrence and official promulgation.
19. Print and distribute EOP.
20. Distribute plan to all organizations with responsibility or interest in emergency preparedness.
21. Establish a program of progressively more complex exercises to continually familiarize officials with the plan.
22. Begin a cyclical review of the plan based on exercise EOP.

Figure 4-8: Steps to an Emergency Operations Plan.

The Basic Plan

A plan begins with a series of statements that serve as the INTRODUCTION TO THE BASIC PLAN. These include the PROMULGATION STATEMENT signed by the chief executive giving the plan authority; a FOREWORD that describes the planning process, abstracts the contents in an executive summary, and states the goals of the plan; the TABLE OF CONTENTS identifying also annexes and appendices; INSTRUCTIONS on using the plan, its intended audiences, the purpose of its sections, and distribution; and a CHANGE RECORD noting date and pages revised.

The basic plan should be treated as the umbrella document that draws together all other parts of the plan. Its primary audience is the chief executive and other policy makers. Members of the public may find it useful.

The parts of the basic plan after the introduction statement are:

STATEMENT OF PURPOSE: The purpose of the plan is to provide the community with an effective and efficient emergency management operation which when applied will provide the levels of protection for life and property and recovery assistance which are acceptable to the citizens of the community.

SITUATIONS AND ASSUMPTIONS: The types of disasters or emergency situations which may occur in the jurisdiction are described here. Where possible, include the amount of warning time, the degree of damage which may be expected or any specific situations
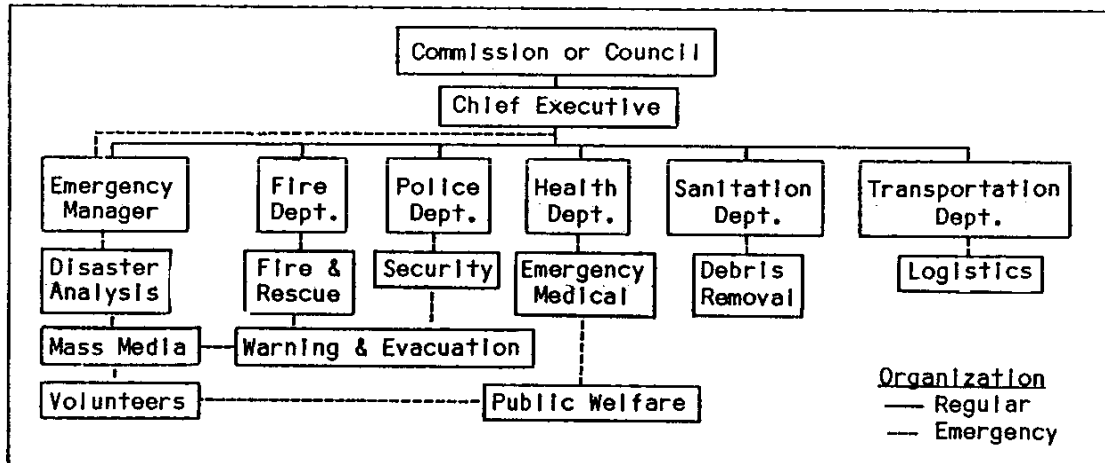
Figure 4-9: An example of organization of regular government officials for emergency operations. Only some of the required functions are shown.

which may be peculiar to your community. For example, if you are located in the vicinity of a nuclear power plant, you may wish to describe the various types of emergency situations which may occur from that particular facility. Be realistic. Make valid assumptions. The plan of operation for meeting these emergencies will be based upon the assumptions made in this section. The description of potential disasters should reference your Hazard and Vulnerability Analysis that should be published elsewhere. Finally, to complete the picture of the situation and assumptions of the plan, include a review of efforts undertaken to mitigate potential disasters.

ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES: Now you get down to the "nitty-gritty" of the plan. This section deals specifically with how the jurisdiction will be organized to carry out the plan. It is not how the plan will be carried out. This is a key section of your plan, and will probably be quite lengthy. It should specifically define the roles of local officials in the emergency management structure. Perhaps certain

officials are given specific assignments. The lines of authority between the various government officials, the emergency program manager, and the heads of the various government departments should be specified. An organizational chart could look like Figure 4-9.

The organizational structure which is implemented for a disaster situation should be as similar as possible to that which is used for day-to-day operations. However, it should allow for the expansion and extension of duties to include such items as damage assessment, liaison with community groups, and emergency shelter management. To the extent possible, personnel should continue to work with the supervisor and associates that they work with on a regular basis.

Emergency management is a community responsibility, not just a local government responsibility. Therefore, the organizational structure should also clearly identify those individuals or organizations which have the responsibility to coordinate resources

which are outside the direct control of the local government. The organizational structure should also provide for a disaster public information function.

CONCEPT OF OPERATIONS: This section of the plan describes the roles and relationships of government agencies and how they interact with each other and the private sector. Discussed here could be: interjurisdictional relationships among levels of government; curtailment of nonessential functions during emergency conditions; general need for time-phase of operations (pre-emergency, emergency, and post-emergency); supporting plans and procedures as a basis for operations; expectations for training, exercising, and critiquing; efforts directed toward mitigation and recovery; and generally, a discussion of the decision-making processes that affect emergency management operations.

ADMINISTRATION AND LOGISTICS: This section should address management of resources, general support requirements, and availability of services and support for all phases of comprehensive emergency management. The plan should establish policy for obtaining and using facilities, material, services and other resources required for any emergency management aspects.

PLAN DEVELOPMENT AND MAINTENANCE: After completion of the plan, provisions should be established for review, modification, acceptance, and approval by the chief executive. Especially important will be the continuous review required to update the plan to reflect improvements needed as a result of experiences in emergency

management and changing emergency situations and assumptions.

AUTHORITIES AND REFERENCES: The authorities cited here should be those laws which provide the basis for a comprehensive emergency management plan. Statutes, executive orders regulations, and formal agreements which pertain to any type of emergency should be listed. All references which provide the basis for emergency planning should be listed, such as general planning guidance, plans of other agencies, plans of other levels of government, and the like. The citing of reference materials, especially those of other levels of government, is valuable, For example, the state may wish to reference regional and local plans, both of which may be complementary to its own plan.

DEFINITION OF TERMS: A list of definitions should be given for terms which are not commonly known as well as those used in the plan which could cause confusion if misinterpreted. For example, you may wish to define mutual aid, hazardous materials, or radiological emergency. The terms you choose to define will depend upon the type of community in which you live.

Annexes to the Basic Plan

The purpose of an annex is to describe operations for a particular function. It defines the function and shows how activities of various participants in the functional organization are coordinated. The annex is action oriented. It is written for, and preferably by, the person responsible for controlling resources available to accomplish the objectives of

the function in any large-scale emergency.

Figure 4-10 is an example of a list of annexes. You will note that the basic emergency functions described in Figure 4-6 are covered here. Some form annexes themselves. Others are divided into several annexes. For example, the Fire and Rescue function is divided into two separate annexes.

The selection and definition of functions to be covered in annexes varies from jurisdiction to jurisdiction depending on such factors as the size, governmental organization, and preparedness needs of the community.

```
 1.  Direction and Control
 2.  Warning
 3.  Communications
 4.  Public Information
 5.  Evacuation
 6.  Shelter
 7.  Mass Care
 S.  Health and Medical Services
 9.  Law Enforcement
10.  Fire
11.  Search and Rescue
12.  Radiological Defense
13.  Engineering Services
14.  Agricultural Services
15.  Damage Assessment & Analysis
16.  Transportation
17.  Resources Management
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Figure 4-10: Example annexes to accompany the basic plan.

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Purpose
Situation and Assumptions
Organization and Assignment of
    Responsibilities
Concept of Operations
Administration and Logistics
Plan Development and Maintenance
Authorities and References
Definition of Terms
```

Figure 4-11: The parts of the basic plan.

The format you should follow in developing each of these annexes is the same as the basic plan. Begin with a statement of purpose for the emergency operation being described. Then turn to the situation and assumptions, and other parts described above for the basic plan. The eight parts of the basic plan and the annexes are listed in Figure 4-11 for review.

Appendices

An appendix contains details, methods, and technical information that are unique to specific hazards identified as being likely to pose a threat of disaster in the community.

Appendices should be attached to functional annexes and should have sections corresponding to those in the annex for which supplementary hazard-specific information is required.

Standard Operating Procedures and Other Attachments

Procedures and other types of operational information necessary to support and provide directions to disaster response personnel may be attached to any of the plan elements where they are

most readily accessible and most likely to be needed. These attachments may include:

- checklists
- charts
- maps
- standard operating procedures
- catalogues of resources
- call up lists
- contact lists
- etc.

The attachments are working documents; names change and procedures are revised. As a result, the attachments will probably be the most frequently modified part of your plan. You should design the plan that way, allowing for removal and insertion of changes and new pages.

Characteristics of a Good Plan

The plan should provide for an organizational structure and offer a definite course of action to meet emergencies or disasters. Here are several characteristics of a good emergency operations plan.

The plan must be BASED ON FACTS OR VALID ASSUMPTIONS. If you must make assumptions, check them out to make sure they are as close as possible to the actual situation. For example, suppose there are 20 pieces of fire apparatus in your community. However, to create an accurate plan, you need to learn from the fire chief that approximately 20% of the apparatus is usually in the shop for repairs or preventive maintenance at any given time. Thus a valid assumption in your plan would be that you could count on an 80% response from the fire department.

Your plan must be based on the COMMUNITY RESOURCES INVENTORY that is discussed in the next section. Do not assume you can get help from the private sector unless these resources are on the list.

The plan must provide the necessary ORGANIZATIONAL STRUCTURE. It should clearly define the relationship between the various functions and fix the responsibility of who is to do what. Where possible, people should be assigned functions as close to their day-to-day operations as possible. Existing work groups should be kept intact as much as possible. For example, you would not make communication operators out of sanitation workers. The plan should allow for delegation of authority as much as possible. The people in command of the EOC will have enough to do in an emergency. Any decisions which can be made in the field should be made there.

Use SIMPLE LANGUAGE in the emergency preparedness plan so that it will not be misunderstood. Avoid big words and long sentences.

Finally, the various elements of the plan must be COORDINATED and fit together. You don't want one group doing one thing and another doing almost the opposite. Most important to coordinate are the various department plans of the jurisdiction with the overall emergency management plan through the annexes.

When you have the plan completed, review each aspect with your local officials and others who have responsible parts to play in its implementation. Be prepared to make revisions if necessary. Don't expect agreement from everyone on every point. You may even have to

serve as a negotiator between departments. However, as the emergency program manager, you will have to recommend a final form of the plan to your superior for approval.

THINGS TO DO

Develop an emergency operations plan for your city or county. If you already have a plan, review it carefully. Develop a needs assessment as you review the plan. After you have completed the plan, review it with local officials and department heads. When in final form, get the plan approved by the local government body.

Testing the Plan

A soccer or basketball coach would not think of going into a game without a plan or without the team practicing. The same is true for your emergency operations plan. You must be reasonably certain that the plan will work. However, until you test it, you really don't know for sure that it will. The most effective way to test the plan, and all the other capabilities of your emergency management program, is by simulating a real emergency to EXERCISE your personnel and procedures.

There are four different types of emergency management exercises. Each is progressively more realistic, more stressful, more complex, and more difficult to conduct. Therefore, jurisdictions should plan on exercising in successive steps, each building on the experience of the past exercise. Keep in mind that the four exercise types are designed to provide both individual training and improve the emergency management system. As a result, exercises should not be "one-shot" efforts. Rather, exercises must be an

integral part of improving each emergency management program. **The four types of exercises described below can be used to create a complete exercise program.**

The first type of exercise is a preparatory training exercise that uses simulation materials to set the stage for ORIENTATION to plans or procedures. It is very low-key and is used as a building block to other, more difficult exercises. The orientation exercise does not satisfy any FEMA exercise criteria but is very important as a part of a complete exercise program. Information on this and all types of exercises are provided in FEMA's "Exercise Design Course" (G120) and in the "Guide to Emergency Management Exercises" (Student Manual 170.2 available from your State Emergency Management Office). IS-120, "An Orientation to Community Disaster Exercises" is a prerequisite to G120.

The second type of exercise is the TABLE TOP exercise. The characteristics of all, tabletops include low. stress, little attention to time, lower level of preparation effort, and only rough attempts to simulate reality. The focus in these exercises is on training and familiarization with roles, procedures, responsibilities, and personalities in the jurisdiction's emergency management system.

The TABLE TOP EXERCISE introduces participants to messages which simulate a realistic event. It is to these messages that individuals respond with decisions. Although low levels of stress are maintained and there is no rigid timing of messages, the table top exercise serves the purpose of emphasizing the many problems of coordination among agencies.

The more advanced exercises are FUNCTIONAL EXERCISES and FULLSCALE EXERCISES. **The**

FUNCTIONAL exercise is an inside exercise, in that it takes place within a classroom or actual emergency operating center. It involves very complex simulation with varied forms of message traffic (written, telephone, radio), and exhaustive attempts to recreate a realistic environment through simulation. Training comes from the practice and testing of personnel and procedures under complex conditions and high stress that evoke responses that approximate a real emergency, even though actual equipment is not operating.

The functional exercise can bring key agency personnel into the EOC to run through their decisions and responsibilities. This method tests the organization of the plan, its task assignments, and the liaison necessary among government officials. Conflicts in authority or responsibility emerge in a functional exercise as do gaps in task assignments in the plan.

Conducting regular and periodic functional exercises should be the goal of every emergency management program.

The FULL-SCALE EXERCISE combines a functional exercise with a DRILL in which field personnel of one or more emergency services actually operate. The actual movement of equipment and personnel is important for the preparedness of individual emergency service organizations, but a drill does not suffice to test the emergency management plan. Too often, jurisdictions feel confident that they have tested their plan after running a drill. However, unless the EOC is activated and full interagency coordination has been exercised, there is no complete system test. Therefore, the goal of

exercising should be to conduct a full-scale exercise. That includes EOC activation. Drills alone cannot substitute for simulation of emergency coordination, the most important task of the emergency program manager.

Drills do serve a valuable purpose in support of a full-scale exercise. For example, before you conduct a major exercise you should make certain that the plan calls for the alert of all the right people by conducting a NOTIFICATION DRILL. This consists of pretending that a disaster has occurred and observing whether the correct people and agencies find out about it at the right time. The drill achieves the purpose of making certain the plan contains the proper information on roles and responsibilities.

Drills could be conducted for communications, emergency medical, hospitals, fire, police security, evacuation, radiological monitoring, and other emergency functions. In a sense, the drill is a test of one of the plan's annexes. The actions described by the annex are initiated and response is monitored to see how effective the annex is and if it can be carried out in the time expected.

Drills also let you test some of the specialized facilities you have, such as the EOC and communications equipment, to verify it is in working order.

One final word of warning: Do not go to advanced exercises until all participants and agencies have participated in the more basic exercises and drills. The surest way to "fail" the test or the plan is to attempt to launch a full-scale exercise with insufficient practice.

THINGS TO DO

Conduct a test of all or part of the emergency operations plan. Take notes as the test is in progress. Note what went as expected and what went wrong. Hold a review after the test to discuss the outcome. Modify your plan if necessary.

Getting the Word Out

Once you have completed the emergency operations plan, let everyone in the community know. It is an excellent time to begin a full public information push for emergency preparedness. It is also an excellent time to do a little promotion within your own government. Use the completion of the plan as an opportunity to renew contact with other agency officials, volunteer groups, and the public.

Your approach to each of these groups and the information you present will be different. The intent, however, is the same: to have a well informed and fully prepared community.

Those people who play a role in the organization and emergency operation are the primary audience for large parts of the plan. They probably were involved in writing their annexes to the plan, so here you are renewing familiar contacts. The best way to inform them of the completion and availability of the plan is to hold training sessions with various officials, departmental staff, and individuals from the private sector who have definite roles in the plan.

A broad overview of the plan should be presented to everyone, but each individual should know the specific duties for which he or she is responsible in an emergency. Make sure you meet personally with the key individuals in your organizational structure. Do not just send out a memorandum informing them of their responsibilities. Memos are often lost or just put aside. Meet with them. A memorandum can be sent after the meeting to confirm what must be done.

Groups in the private sector who have an interest or responsibility for emergency actions are the next you should contact upon completion of the plan.

If groups of people have been involved in the development of the plan all along, getting the word out will be much easier. For example, if the Red Cross sat down with you to draft their participation plans, you would have a ready audience for the completed plans. Including relevant organizations into plan writing gives you a built-in constituency and adds to the credibility of the final plan.

The information you will share with the interested groups will depend on the type of groups, their roles in the plan, and their stated interest in the plan. Volunteer leaders should get a general overview of anticipated emergency operations that is provided by the basic plan. Their primary concern, however, will be the annex where they have a role to play.

The third group you should inform about the completion of the plan is the general public. They will not be interested in most of the details of the plan. Their concerns are: "What should we do?"

The public needs to be told that a plan exists and its purpose is to help officials and citizens to properly respond to

disasters. The parts of the plan probably of greatest interest to the public are the annexes on warning, evacuation, and public welfare (consisting of food and water, clothing, shelter, etc.).

Remember, citizens should be given all the information they need to know in order to plan their response to disasters and to instill their confidence in the plan.

There are several ways you can in form the public about the plan. The most obvious is to use the local news media. Informational spots can be broadcast on radio and television as a public service. Radio announcements are easier to prepare because there are no visuals to make. Your local newspaper could run a series of small articles about the emergency operations plan and what the public is to do when alerted.

Another way of getting the word out is to speak to local community groups, such as the PTA, Chamber of Commerce or the Board of Realtors. Do not pass up the opportunity to speak to any group. The more informed people there are, the better the plan will work in time of emergency. If possible, arrange to have some type of brochure printed which you can use as a handout. You may even be able to have the brochures printed at no cost by a local printer. As an enticement, you could have "This brochure printed with the compliments of XYZ Printing, Inc." on the brochure. Many printing companies are more than willing to print at no charge if they can get free promotion as a result.

Here are two suggested ways to get brochures distributed. One is to use groups like the boy scouts, girl scouts, or even adult civic groups to distribute them

door-to-door. An alternative is to see if the tax collection agency or a public utility will allow you to insert the brochure with tax statement or utility bills.

Take advantage of every opportunity to let the public know what will be expected of them in time of emergency. The completion of the plan is one such opportunity. You can tell them about the plan and its provisions for warning, evacuation routes, and other efforts to assure their safety. You can also take the opportunity to inform about shutting off home utilities in a disaster, storage of food and water, and other survival hints for emergencies.

Figure 4-11 on the next page illustrates how one community presented its plan for evacuation in the event of a dam break that would endanger the area. You will note that what the public received was the brief information that they need in an emergency.

In summary, don't wait until a disaster strikes before you tell people what to do. Your motto should be the same as the scouts. You want the people to BE PREPARED!

THINGS TO DO

Work with the public affairs branch of your government to develop a small informational brochure about the emergency operations plan for the general public. It should contain short clear sentences so everyone can understand it. It should explain briefly what the warning system is, how the people will be notified, and what to do when the warning sounds.

HOUSTON COUNTY
ALABAMA

SEE AREA A
BACK SIDE

Public Information For Residents & Businesses
Located Along The Chattahoochee River
In Houston County, Alabama

HENRY COUNTY

__General__

The possibility of a failure of the Walter F. George Dam i
remote. But since this possibility does exist, this Plan
developed to ensure the prompt and safe evacuation of the
the dam. This Plan is a cooperative effort of the Federal
County and City Governments.

ON THIS MAP -- the hatched lines along the river indicate
will be covered by water in the event that there is an ins
failure of Walter F. George Dam. The __river mile__ indicated
distance in miles below Walter F. George Dam. The __arrival__
cated is the time after failure that the water surface beg
at this mile. The __peak time__ indicated is the time after f
the water reaches its maximum elevation at that mile.

RIVER MILE 48.9
ARRIVAL TIME 1.75 HRS
PEAK TIME 12.25 HRS

RIVER MILE 45.4
ARRIVAL TIME 2.25 HRS
PEAK TIME 13.75 HRS

The Maximum Wate
Peached At a Lc
During Flooding
By Dam Failure.

RIVER MILE 40.3
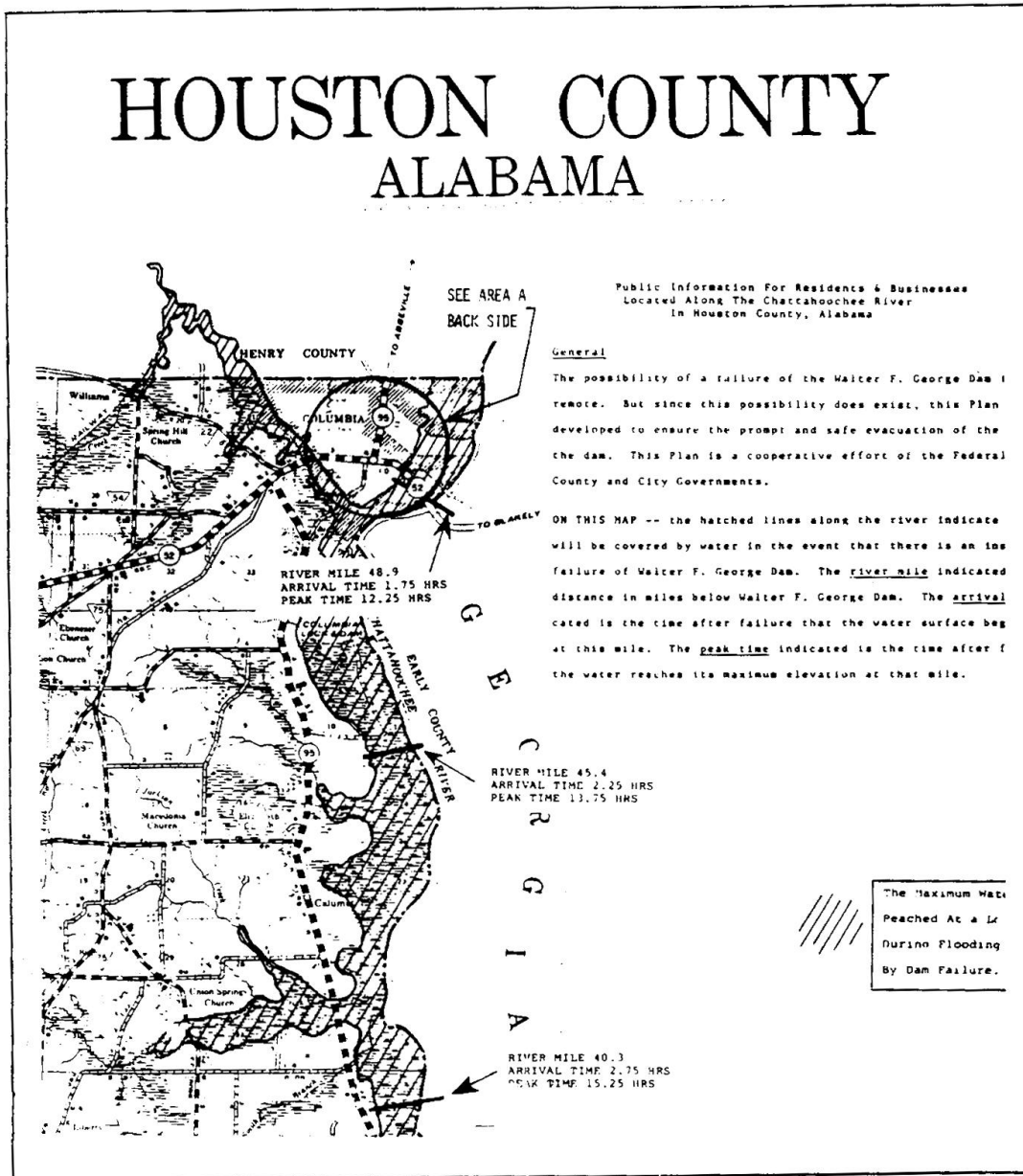ARRIVAL TIME 2.75 HRS
PEAK TIME 15.25 HRS

Figure 4-12: There are many different ways to alert the public to your preparedness efforts. A map of prominent hazards and instructions for preparedness is one way.

How Well Have You Learned?

SELF TEST REVIEW

Answer the following questions to test your knowledge of this part of Unit 4 facts. Read each question carefully, then write in the answer that you think is correct. Answers can be found on page 4-28.

1.   What is an emergency operations plan?

_____

_____

_____

2.   What are the three concepts which should form the basis for an emergency operations plan?

_____

_____

_____

3.   What are the basic emergency functions for which your community should be prepared?

_____

_____

_____

_____

_____

_____

4.   Of the three basic components of the emergency operations plan, the Basic Plan is to be used by the chief executive of a jurisdiction. What is contained in the ANNEXES and APPENDICES of the plan?

_____

_____

_____

_____

_____

_____

5.   List the eight parts of the Basic Plan that follow the Introduction.

_____

_____
_____
_____
_____
_____
_____

6.   Why will the Standard Operating Procedures be the most frequently modified part
        of the EOP?

_____

_____
_____

7.   List five characteristics of a good EOP.

_____

_____
_____
_____
_____
_____

CORRECT ANSWERS TO SELF TEST REVIEW .... **Review Pages**

1.   The plan provides details on actions, responsibilities,
     and authorities in time of emergency...4-10

2.   Maintain the regular organization of government; Meet crises at
     the lowest level of government; involve the private-sector as much
     as possible 4-10

3.   Warning and communication; Public Information; Evacuation and
     relocation; Emergency welfare; Emergency medical care; Security;
     Fire and rescue; Radiological defense; Public works/utilities repair;
     Disaster analysis and assessment; Logistics; Direction and control 4-11

4.   ANNEXES—address specific functions for use by operational
     managers in a format that parallels the Basic Plan.

     APPENDICES—support annexes and contain technical
     information, details, and methods for use by disaster response
     personnel...4-18 and 4-19

5.   Statement of purpose; Situation and assumptions; Organization
     and responsibilities; Concept of operations; Administration and
     logistics; Plan development and maintenance; Authorities and
     references; Definition of terms.. 4-16 thru 4-18

6.   The Standard Operating Procedures are working documents;
     names change and procedures are revised 4-19

7.   Based on facts, based on community resources,
     provides organization, simple language, coordinates actions........................4-20

  For every question that you answered incorrectly, review the pages listed above next to
  the answer to find out why your answer was incorrect.

Doing a Resource Inventory

As you work on an emergency operations plan, you will find that to do the job that the plan describes requires RESOURCES. These resources are both people and equipment. Without them the job of emergency response would be impossible. For example, it would not be wise to plan for immediate helicopter evacuation of injured people if the nearest helicopter is based over 100 miles away. The point is, in order to carry out your plans, you must know what you have to work with.

Resources are of four types: Those available from your government; those of a neighboring jurisdiction; those that can be obtained from the private sector; and those maintained by higher levels of government.

Government resources are called GOVERNMENT EMERGENCY CAPABILITIES. These are the emergency resources of the various departments and agencies of your jurisdiction. They are the first line of response and the core resources for your emergency plan.

Your jurisdiction, however, may not have all the capabilities needed for the four phases of emergency management. Heavy earthmoving equipment, for example, would be needed after a mudslide. There is probably one available from a private company. Similarly, the jurisdiction may not have a biochemist on staff when water is suspected to be contaminated by a sewer leak. The local college may be the nearest source of such skills. These

resources obtained from the private sector are called PRIVATE COMMUNITY RESOURCES.

It would not be fiscally responsible for a community to purchase some specialized piece of emergency equipment if one like it is owned by a neighboring jurisdiction and could reasonably be shared by the two counties or cities. It makes sense that resources be shared as much as possible. That is the purpose of mutual aid pacts, to negotiate in advance the sharing of resources. These resources available from another jurisdiction are called NEIGHBORING JURISDICTION RESOURCES.

The emergency resources of the community begin with the local or county government and are supplemented by the private sector, neighboring jurisdictions, and HIGHER LEVEL GOVERNMENT RESOURCES.

The federal emergency capability consists of equipment and people. Both are used in the performance of routine government operations and in disasters. But they can also be called upon to perform emergency duties in a disaster. For example, police continue to provide post-disaster traffic control and security. The public works department becomes responsible for disaster debris clearances Resources also include some specialized facilities and equipment designed initially for use in a nuclear disaster. For example, sirens for a civil defense warning system can be used in all types of emergencies. This is the local implementation of the concept of dual

use. To be most economical and efficient, resources available for nuclear emergencies are used for all types of disasters.

In order to make use of emergency resources, you must know what and where they are and how to obtain their use. You begin by reviewing with officials in your jurisdiction the emergency capability of government. Then, you turn to the private sector to discover what is available to supplement the government's emergency capability. In the sections below, you will learn techniques for identifying the government emergency capabilities and the private sector community resources.

A Resource Inventory

The purpose of the resource inventory is to provide the essential information that will enable you to best use resources in an emergency. The essential information for each of the three types of resources (government emergency capabilities, private sector and neighboring jurisdiction), will be different. The actual inventories for your government's resources will be kept by each department and agency. What you need to know is who controls those resources and how to contact that person. Similarly, neighboring jurisdictions will keep their own resource inventory. You need to know how to obtain those resources. Finally, the major part of your resource inventory will be devoted to the private sector people and equipment that will supplement government resources in an emergency.
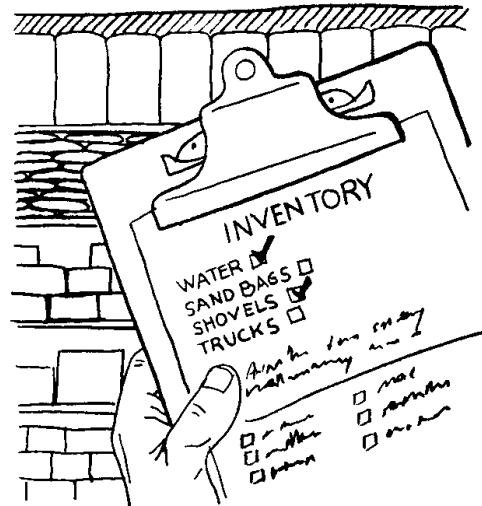

Figure 4-13: Inventorying Your Resources.

Perhaps you already have a community resource inventory. If you do, get it out and review it as you read this section. Your inventory should be updated as often as necessary, but at a minimum once a year. Now is as good a time as any to do it. In looking at it, you may find that your inventory is not as complete as it should be. Now is the time to begin adding to it. If you do not have a resource inventory, this section will show you how to develop one.

The procedure you should follow begins with your government emergency capabilities. Find out what you already have in the community. Next, you should review your mutual aid pacts to see what resources you can call upon from neighboring jurisdictions. Finally, decide what else is needed. Then, begin to approach groups, companies, or individuals in the private sector to supplement your existing resources.

Position		Phone		Address
Mayor	**Sam Johnson**	**Office**	**244-2600**	**Room 100, City Hall**
		Home	**262-7456**	**1212 Maple St.**
Council	**Sue Jones**	**Office**	**235-4500**	**Council Chamber**
Chairperson		**Home**	**544-5789**	**4578 West St.**
Fire Chief	**Elmer Smyth**	**Office**	**244-26i6**	**701 Main St.**
		Home	**282-4568**	**459 6th St.**
Police	**Fritz Branch**	**Office**	**244-2677**	**Room B-4, City Hall**
Chief		**Home**	**544-4619**	**806 Highland Ave.**
Supt. of	**John Moheimer**	**Office**	**244-2677**	**404 Stratmore Road**
Public Works		**Home**	**262-7785**	**1666 Fulton Ave.**
School Supt.	**Ruth Becker**	**Office**	**855-5656**	**Room 100, Valley Elem.**
		Home	**262-7630**	**1422 Fulton Ave.**

Figure 4-14: Preliminary inventory of government officials.

Although creating a resource inventory is time consuming, it is necessary. Doing it can help you develop contacts with volunteer groups (who are a source of help with the resource inventory), your own government officials, and business and industry throughout the community. It can be a path to visibility in your area and a way to build bridges to groups that will be important in emergencies.

Government Emergency Capabilities

Your goal in doing an inventory of local government capabilities is to identify the people who have authority to allocate resources in an emergency.. Your intent is not to duplicate each agency's resource inventory. What you need to know is whom to contact to get an emergency generator when a home for the elderly is hit with a power blackout. You need to know that the highway department has generators. They need to know how many, what wattage, and other technical details.

Begin to identify your government emergency capabilities by using or creating a list of departments and agencies. Your jurisdiction is sure to have an organization chart or even the government phone book that will provide the names of the head of each division. You now have the beginning of a government emergency capability inventory.

In order for the government capability list to be of any value, it must contain more than just a list of names. In emergency situations, you must know how to get in contact with the people on your inventory in a hurry. You will also need their AGENCY ADDRESS, HOME ADDRESS as well as their home and business TELEPHONE NUMBERS.

Since you never know when an emergency may occur, having an official's home telephone number and address is extremely important. The home telephone will allow you to contact them after working hours if you need to. The home address is important, too, because under certain emergency conditions, telephone service may be interrupted, and contact would have to be made through some type of messenger.

Your preliminary inventory may look something like Figure 4-17. All of this information should be available from your local government personnel office.

The next step is to talk to each person on your list. it is usually wise to set up an appointment with them so you know they will be available. Don't go empty handed. Your purpose is more than a casual conversation, and you should be prepared to take notes as well as explain in detail what you are doing. In fact, you may wish to organize some type of formal presentation, or at least have a list of the important points you wish to cover. This is especially important if it is your first meeting with the official.

As you talk with each official, ask questions. Find out what they do on a normal day-to-day basis. Ask what their concept of emergency management is. Ask what they think their job would be in an emergency situation. You may find it useful to do this while you are doing or reviewing the emergency preparedness plan.

As you interview the official, develop a list of resources available to the official and through him or her for emergency operations. The outline in the Things to Do worksheet can be used as a guide, but there may be other types of information you may want. Let's look at some things you should find out, and why.

First, find out how to get in touch with the individual after working hours. Remember, emergencies occur at any time. Next, determine whom the official reports to. Often, an official may want to know if you already have talked with his or her superior just to make sure the superior knows what is happening.

Knowing the official's SUBORDINATES is also important. Earlier you learned that your preparedness plan should provide
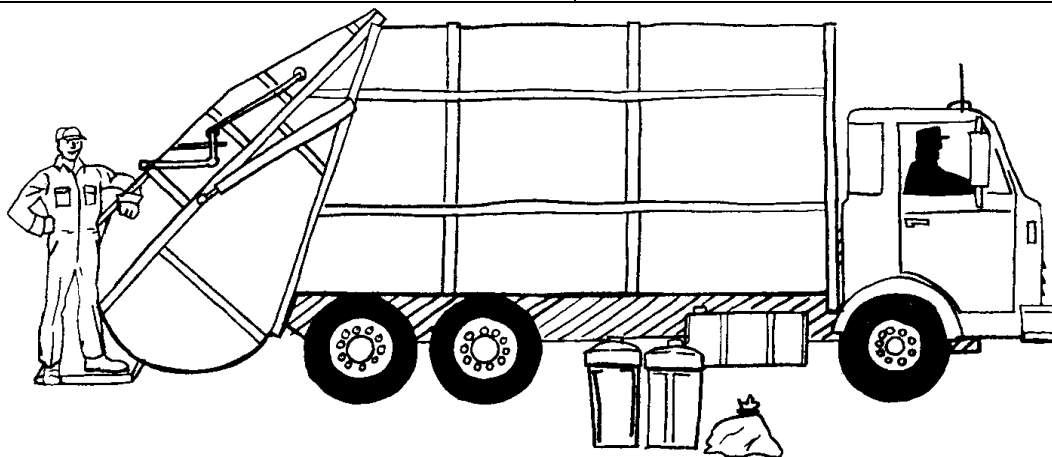
Figure 4-15: Government equipment may serve a dual purpose in emergencies.

for a line of succession. The same holds true for local government departments. If the head of the department is not avail able, you should know WHOM TO CONTACT

Listing the person's DUTIES will give you an understanding of the type of work the department is responsible for and should assist you in determining which types of emergency help may be available from this department.

If you are not sure about the usefulness of the resources, discuss it with the officials. Often they may have emergency uses for their equipment in mind. For example, garbage trucks may be of use

for cleaning up the debris after a fire or flood. Don't over look other possible uses, depending upon the special equipment on the truck. In some jurisdictions, trash trucks may also have two-way radios. Such trucks could be used as mobile. communications vehicles.

As you can see, it is important to explore all the possible uses of the resources of a particular government department before you turn to the private sector or other governments for help. Although comprehensive emergency management is built on a partnership among governments and the private sector, the first responsibility you have is for a strong emergency management program in your jurisdiction.

THINGS TO DO

Interview at least three government officials who are in positions which make them likely officials you would have to deal with in emergency situations. Use this worksheet as a guide.

Local Government Key Individual Survey

Name: _____

Title: _____

Business phone: _____ Home phone: _____

Home address: _____

_____

Reports to: _____

_____

Principal duties: _____

_____

Key Subordinates

Name: _____ Name: _____

Title: _____ Title: _____

Telephone: Home _____ Telephone: Home _____

Work _____ Work _____

Departmental Manpower: _____

_____

Departmental Equipment: _____

_____

Types: Where located: _____

Uses: _____

Are there similar resources in the private sector? Where?

_____

_____

Your Jurisdiction's Specialized Facilities, Personnel and Equipment

Specialized facilities, personnel, and equipment are public resources which may or may not be in use on a regular basis but are specifically designated for use in emergency situations. Specialized resources which should be available within your community are an operations center, a warning system, a communications system, and an operations staff.

Having a designated EMERGENCY OPERATIONS CENTER (EOC) is an absolute must. Trying to run emergency operations without an EOC would be like trying to drive a car without a steering wheel. You must be able to guide the direction of your emergency operations and the EOC is where you do it.

The EOC has several functions.

First, it serves as the command center. As such, it must contain the necessary communications equipment so that you can direct the units out in the field.

Second, it serves as an operations center for local government officials, your emergency operations staff, and your selected emergency volunteers. It provides a center of operations and information for government officials away from the disaster scene which is important for the smooth operations of emergency responders at the scene. Thus, your EOC must be large enough so that emergency operations can be effected and decisions made with respect to direction and control.

Third, it must serve as an information center. Provisions must be made so that incoming information can be received from units at the emergency site. Often, these are the same communications channels as are used to direct operations. The EOC, however, must also be able to provide for press and media briefing so that the citizens of the community can be kept informed.

The EOC should also provide the staff with shelter and life support services. The EOC should have an emergency power generator; auxiliary sources of water, heat, and ventilation; and the following radiological instruments:

High Range Survey Meters
<div align="center">

CD-V 715
CD-V 717
CD-V 720
</div>

Low Range Survey Meters
<div align="center">

CD-V 700
</div>

Dosimeters
<div align="center">

CD-V 742
</div>

It should also have the basic comfort facilities to make long occupation bearable. In order to qualify as a fully equipped EOC by the standards of the federal government, your EOC must be an all risk facility to be able to survive all hazards.

The ideal place for an EOC is in a local government building which may be already equipped with the necessary communications equipment and provide adequate fallout protection. Don't assume the COMMUNICATIONS CENTER of your local police or fire department is the ideal EOC just because it is there and already in operation. It may provide only limited fallout protection.
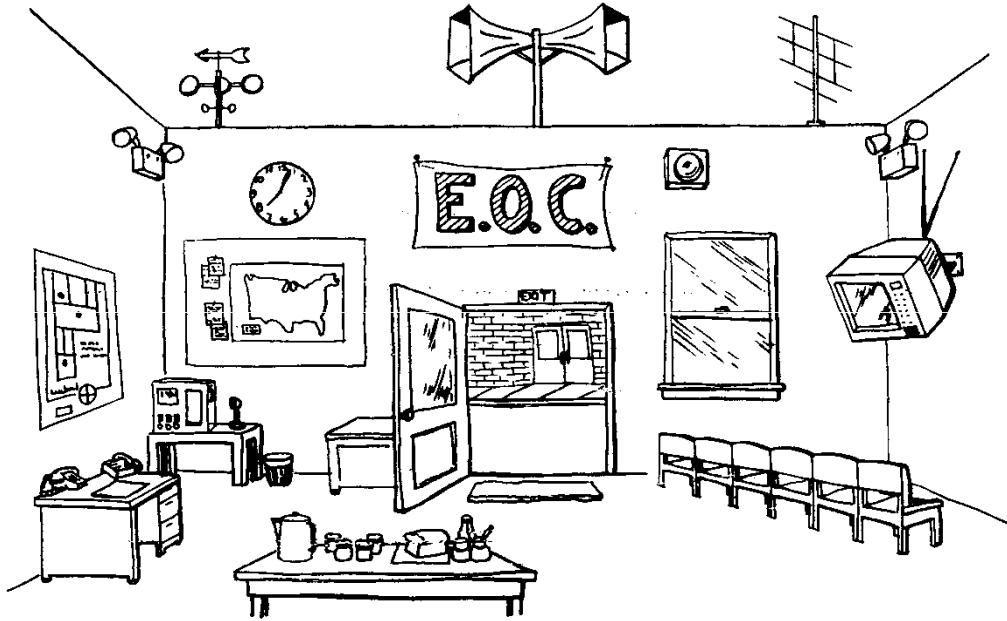
Figure 4-16: Make sure your EOC has adequate space and facilities.

However, all risks must be considered in choosing a site for an EOC. An EOC should not be located in a basement in a flood zone. The continuity of government depends upon the survivability of your EOC.

Even the most sophisticated communications center may not be adequate because there is not enough space to keep media briefings separate from decision-making meetings. You do not want your decisionmaking meetings open to the media. Often bits and pieces of information are picked up by the media before they can be verified, and the public is misinformed. Your EOC must provide you with the opportunity to keep certain information confidential, which is difficult to do in most typical communications centers.

You should also have some type of COMMUNITY WARNING SYSTEM. Of course the use of local radio and television stations is one way of informing the public of an emergency. The

EMERGENCY ALERT SYSTEM (EAS) is a well-established way to instantly get information to citizens. You should contact the local media about EAS to make certain both you and they are fully prepared to use it.

Not everyone is always listening to the radio. Thus, many communities have found a need for some type of system which utilizes sirens on buildings as well as those on mobile emergency vehicles in your community. Sirens have proven to be an effective way of alerting the public to a variety of attack conditions.

COMMUNICATIONS EQUIPMENT is another specialized resource your community should have. In your emergency preparedness plan, you may plan to use the communications facilities of the fire department, police department, and whatever other communications equipment your government has. Be certain this is adequate. You may need

additional communications facilities, dedicated for emergency operations, so that you have the capability of contacting your own emergency staff and volunteers. Among the existing emergency systems are the National Warning System (NAWAS), the Emergency Alert System, and local radio amateur clubs that perform valuable services.

THINGS TO DO

Survey the specialized resources of your community. Use the following worksheet as a guide. Catalog specialized resources and put them in a separate section of the resource inventory.

Specialized Resource Worksheet

1. Do you have a designated Emergency Operations Center? Yes _____ No _____

2. How long does it take to become operational? _____

3. Does it have backup power and heat? Yes _____ No _____

4. Does it have adequate space for operations and press briefings? Yes _____ No _____

5. Does it have permanent communications equipment? Yes _____ No _____

6. Does the EOC have an adequate protection factor to assure survival in a nuclear attack? Yes _____ No _____

7. Do you have a local community warning system independent of the local broadcasting media? Yes _____ 'No _____

8. Are there government employees from other agencies who will work in the EOC? Yes _____ No _____

9. Do you have an alternative EOC designated in case the primary EOC is destroyed? Yes _____ No _____

Finally, GOVERNMENT EMPLOYEES with jobs related to the needs of an emergency are another specialized resource. These people might normally be employed as radio dispatchers public relations officers, maintenance personnel, or clerical help

Specialized resources are vital to your emergency management program. Remember them!

Private Community Resources

in the previous section you learned how to review the emergency capabilities of your government departments and agencies either as part of developing the preparedness plan or while updating a resource inventory. Now, you have to decide what other resources are necessary to carry out your emergency plan.

Review the plan and the capabilities you have identified for each department and agency. Are there major gaps in the basic plan that must be filled from the private sector? Hospital facilities for mass casualties is one item usually left to the private sector. Emergency medical services, in contrast, are sometimes a mixture of public agencies (most often the fire department or an independent service) and private ambulance companies.

Next, review the annexes with the department responsible for carrying out the annex plan. Are there resources assumed that have not been identified? What is missing? For what resources must you turn to an agreement with the private sector?

Talking to each of the government officials on your list is a good way to find out if supplementary resources are available in the PRIVATE SECTOR. Your local Department of Public Works may have a fleet of dump, trucks, but the director may also know of several private companies which have similar trucks. In fact, some government departments may already contract with private companies on a regular basis for various types of resources.

The way to begin your inventory of private resources is to get the names of a contact person for the private sector resource from your government colleagues.

From your government interviews, then, you should have a pretty good start on your private community resource list. If you did a good job of interviewing local officials, you should also have a list of individuals or companies that have resource you could utilize in an emergency.

When you have exhausted private resources suggested by government officials you will have to turn to other sources. The telephone directory or local business directory are two good sources to use when compiling your resource list. Once you start, you will be surprised how may resources you can locate in the telephone book. Figure 4-17 is a list of possible headings under which you could catalog local resources. Certainly there are other categories. It is better to have an extensive list and have to use half of it than to have resources in your community which are not on your list.

LOCAL RESOURCES

EMERGENCY SERVICES
    Fire
    Police
    Public Works
    Public Utilities

MEDICAL
    Hospitals
    Clinics
    Doctors
    Dentists
    Nursing Homes
    Veterinarians
    Medical associations

ASSEMBLY AREAS
    Parks
    Shopping centers
    Schools
    Churches
    Government buildings
    Warehouses
    Community centers

TRANSPORTATION
    Buses
    Trucks
    Vans
    4 wheel drive vehicles
    Tractor trailers
    Taxicabs
    Power boats
    Airplanes
    Snowmobiles
    Swamp buggies
    Helicopters

SUPPLIES
    Food
    Clothing
    Sand

MEDIA
    Newspapers
    Radio Stations
    Television stations
    News services

INDIVIDUALS
    Clergy
    Local officials
    Doctors
    Dentists
    Nurses
    Pilots
    Amateur radio operators
    Building contractors

EQUIPMENT
    Farm tractors
    Construction equipment
    Excavation equipment
    Chain saws
    Portable power plants
    Oxygen tanks

SERVICE AGENCIES
    Red Cross
    Salvation Army

COMMUNITY GROUPS
    PTA
    Chamber of Commerce
    Boy Scouts
    Girl Scouts
    Kiwanis
    Lions Club
    Cub Scouts
    Moose
    Churches
    American Legion
    VFW
    Women's clubs
    Senior citizens groups

Figure 4-17: List of possible headings under which you could catalog your local resources.

When you have identified a resource you will need in an emergency, always make contact with a responsible individual before you add the resource to your inventory. Contact can be by telephone, letter, or in person. Just because a particular private resource was recommended by a government official or the resource is listed in the phone book does not mean that you have permission to use it in an emergency.

The purpose in making contact is to secure some type of agreement in writing for the use of resources from the private sector. The agreement could be only a few lines, or several paragraphs. It should be signed by the individual who owns or is responsible for the resource. The agreement may also specify that the owner will supply trained operators for the resource and the amount of compensation required. Such agreements may be in letter or memo form, and should be kept on file in your office. The name of someone who has the authority to act in the owner's behalf if he or she is not available could also be included in the agreement. In developing your permanent inventory, do not add names or resources without personal contact to confirm resource availability.

An example of the kinds of data that could be in a resource inventory is shown below.

Finally, do not overlook any possible resource. For example, after a recent record snowfall, a Washington, D.C. suburb found it was impossible for fire and rescue equipment to get out, even with chains on the tires. If they succeeded, they could only stay on the main roads, as most side streets and roads were not plowed for several days, some for almost a week. From the community resource list, a few local farmers with tractors and wheel chains were assigned to each fire station and equipped with a portable radio. They successfully pulled fire apparatus through unplowed roads.

WILSON COUNTY RESOURCE INVENTORY

RESOURCE: Heavy Equipment (Dump Trucks; Graders)
NUMBER: 18 (12 dump trucks; 6 graders)
SKILLS/CAPABILITIES: Excavation; debris removal
TRAINING/EXPERIENCE: Used extensively in Hurricane Betty
LOCATION: Towson
ADDITIONAL RESOURCES REQUIRED: Drivers; skilled operators
PRIMARY CONTACT: Albert King (K & R Const.)
    ADDRESS: 4100 Janeway Rd., Bedford, MD 30511
    PHONE: 305-414-4145
    HOME ADDRESS: 833 West Wooddale Ave., Towson, MD 30521
    PHONE: 305-744-4145
ALTERNATE CONTACT: Richard Hennesey
    PHONE: 305-221-1416
    HOME PHONE: 305-221-2881
AUTHORITY: Letter of Understanding: 6/4/80
COST/COMPENSATION: $35/hr trucks; $41/hr graders
DATE CONFIRMED: 1/4/81

Figure 4-18: Resource Inventory.

Getting Help from the Community

It should be apparent to you that it would be quite a job if you had to develop the resource list by yourself. Just maintaining a list with current information is quite a task. Earlier, you learned that one way to get help in developing the resource list was to ask people you were interviewing where similar resources were available. That technique is good when you are getting started. But it still relies on you to do most of the work.

Often an emergency management office operates on a limited budget, and paid employees are not available to help you. You should, however, investigate the possibility of using paid personnel from other departments first. In some jurisdictions, certain departments have slack seasons, and personnel could be assigned to help you on a part-time basis.

Most successful emergency program managers get VOLUNTEER HELP from the community. Most communities have citizens groups. Take advantage of these resources. A good place to begin is to ask to speak before citizens groups to present your program. See if you can get them to conduct interviews for you. At a minimum, get a personal information sheet from each member so that you can tell if they have any special talents, abilities, or equipment which may be of use to you.

Perhaps the best source of volunteer help can be obtained from senior citizen groups and young adult groups. Members of other groups hold full time jobs during the day, and are not available during working hours. Senior citizens are usually more than willing to help on a volunteer

basis. Many of them are extremely dedicated and hard workers. Best of all, most of them are available during normal working hours. Senior citizens may be one of the most valuable community resources. They can be used to assist in taking surveys, conducting interviews, and routine office operations. Young adult groups, such as explorer scouts or church groups can also be used as volunteers.

> **THINGS TO DO**
> *Develop the private community resource inventory and catalog the resources in a systematic way. If you already have a resource inventory, determine when it was last updated. If the resource inventory is more than a year old, verify the information on the list and see if you can expand it.*

Do not overlook the local news media in helping locate volunteers. Local newspapers, for example, may be willing to print a resource questionnaire as a public service, so that citizens can complete the questionnaire and mail it back.

Updating the Resource Inventory

A resource inventory is worthless if it is not up-to-date. A large book with incorrect data will give you a false feeling of confidence—and others misplaced confidence—in your emergency program. When an emergency occurs and you are calling disconnected telephone numbers and promising resources you cannot deliver, lives may be lost. An out-of date inventory is its own hazard.

The fastest way to update a resource inventory is to send a standard form letter

to everyone on the inventory. Reproduce the information you have on the inventory and ask them to confirm the facts and continued availability of the resource. When the letter is returned, you can change information on the inventory and make note of the last date of confirmation. Anyone using the inventory will be able to identify the accuracy and currency of the information.

WILSON COUNTY EMERGENCY CONTACT LIST

HEAVY EQUIPMENT
Highway Dept./Jack Bryan
　　305-369-2948
Ace Trucking/Harry Lee
　　212-378-2980
Bell Construction/Mr. Dever
　　305-342-3631
U of Maryland/David Deidorf
　　305-567-9090
Franklin Co./J.F. Franklin
　　212-479-2947

ROAD REPAIR
Franklin Co./J.F. Franklin
　　212-479-2947
Asphalt Contr./Mr. Lester
　　305-274-3652
Tonnage Stone/Lee Hanks
　　305-386-3614

TEMPORARY SHELTER
Red Cross/Joyce Sever
　　305-283-3846
Mennonite/L. Kayser
　　305-374-2965
School Dist./Sup. Williams
　　305-478-0754
First Baptist/Rev. Smythe
　　305-462-5670

Figure 4-19: Resource Inventory sorted by type into a telephone contact list can be easily prepared by a computer program.

Developing a Resource Index

To bring meaning to all the varied resources you have collected in your inventory, you must sort them into a useful INDEX. The use of a computer is extremely helpful for the quick and efficient retrieval of this valuable information.

Developing the index is not difficult. You might select several main topics and go through the catalog noting what resources would be useful in, for example, evacuation, or temporary shelter, or road clearance. Then, you can note what pages of the inventory have resources for each topic. Or you might want to extract a little of the information in the inventory to make a quick reference index containing names and phone numbers of the resources in each topic. Figure 4-18 illustrates this type of index.

Computers for Resource Management

The advent of inexpensive computers has made the job of resource management much more efficient for emergency managers. The computer can store vast amounts of information, quickly retrieve it, and display it in ways that help manage resources. Commercially available software has been developed specifically for emergency resource management. These programs include the entry of resources, their sorted retrieval, the monitoring of resource deployment through automatic timing and dating upon dispatch, and even the display on computerized maps of the location of resources. The computer can also generate an index, make custom mailing labels and letters, and aid your task in many other ways. As well, many of the

popular database programs could be adapted to perform some of the key tasks of resource management.

Contact your state emergency management office for recommendations on computer software that will aid your resource management operations.

Neighboring Jurisdictions' Resources—A Comparison

After you have developed the private resources inventory to supplement government emergency resources, it is time to see if you did a good job. One way is to look at the list and say to yourself "What a great job." You could show it to a local official or one of your volunteers and get the same response.

One better method of evaluating your management resource inventory is to look at your neighbor. Arrange to meet with the emergency program manager in a neighboring jurisdiction. At this point, don't worry whether you have a mutual aid pact or not. You do not need a mutual aid agreement just to meet with your counterpart next door. Sit down and talk with him or her. Explain what you are doing. Ask to see their community resource inventory. Compare them. Is it more extensive than yours? What is on their list that you know you have in your jurisdiction but do not have on your resource inventory? By comparing resource inventories, you should be able to tell if you missed anything. If you have, make a note of it and see that you do the proper follow-up research; that is, get the name, address, and phone number of the person responsible for the resource and get it added to your list.

Also make a note of the resources available in the neighboring jurisdiction which you do not have in yours. It could be an airport, National Guard unit, or perhaps a major medical center.

View your meeting with your neighboring emergency program manager as a learning experience. You can both learn by comparing lists. Emergency program managers are often left to learn their job with very little outside help. Through meetings with your peers, you can learn from each other.
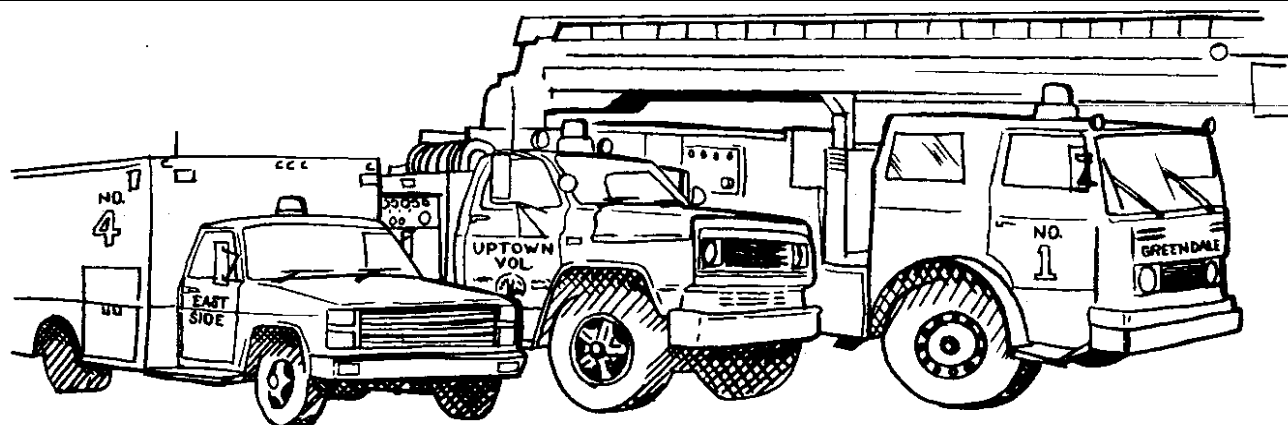

Figure 4-20: Compare resources with your neighbor.

THINGS TO DO

Meet with the emergency program manager in a neighboring jurisdiction. Compare resource lists. Discuss how your lists can be improved. Find out if there are resources available from your neighbor which cannot be found in your local community. Try to develop three lists in your meeting.

A.   *A list of the resources your neighbor has that exist in your community but failed to be put on your resource inventory.*

B.   *A list of the resources available from your neighbor which are not available in your local community.*

C.   *A list of the resources your neighbor does not have that will be drawn from your community. This will allow you to be ready to respond when you hear of an emergency in a neighboring community.*

How Well Have You Learned?

SELF TEST REVIEW

Answer the following questions to test your knowledge of this part of Unit 4 facts. Read each question carefully, then write in the answer that you think is correct. Answers can be found on page 4-47.

1. List four sources of emergency resources and capabilities.

   _____
   _____
   _____
   _____

2. What is the purpose of a resource inventory and how often should it be updated?

   _____
   _____
   _____

3. What basic information about government officials should your government emergency capabilities inventory contain?

   _____
   _____
   _____

4. What are four specialized resources that should be available within your community?

   _____
   _____
   _____

5. What are the four major functions of an Emergency Operations Center?

   _____
   _____
   _____
   _____

6.   Why should you personally make contact with the person responsible for a private resource before you add the item to your private community resource inventory?

_____

_____

_____

_____

7.   List five of the 17 types of information you should have about private resources in your community.

_____

_____

_____

_____

_____

CORRECT ANSWERS TO SELF TEST   **REVIEW Pages**

1. Own government resources, neighboring government
    resources, private sector resources, and the next higher
    level of government's resources..4-29

2. To provide essential information that will enable you to
    best use resources in an emergency. As often as necessary,
    but at least annually 4-30

3. Name, position, home and office phone, and address 4-32

4. Emergency Operations Center, warning system,
    communications system, operations staff.. 4-35 thru 4-38

5. Command center, information center, operations center,
    and shelter 4-35

6. To secure an agreement in writing for the use of the resource
    during an emergency 4-40

7. Type of resources, number of resources, skills or capabilities,
    training and experience, location, additional resources required,
    primary contact, address, phone, home address, home phone,
    alternate contact, phone, home phone, authority, cost or
    compensation, and date confirmed 4-40

For every question that you answered incorrectly, review the pages listed above next to
the answer to find out why your answer was incorrect.